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What is the Most Effective Organization of the American National Red Cross for War and What Should be Its Relations with the Medical Departments of the Army and Navy?

The Enno Sander Prize Essay.

By MAJOR CHARLES LYNCH,
MEDICAL DEPARTMENT AND GENERAL STAFF.
UNITED STATES ARMY.

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WHAT IS THE MOST EFFECTIVE ORGANIZATION OF THE AMERICAN NATIONAL RED CROSS FOR WAR AND WHAT SHOULD BE ITS RELATIONS WITH THE MEDICAL DEPARTMENTS OF THE ARMY AND NAVY?

By MAJOR CHARLES LYNCH,
MEDICAL DEPARTMENT AND GENERAL STAFF,
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EXPERIENCE has shown that any military voluntary aid association which lacks definite internal organization or whose general arrangements for co-operation with the government are not fixed until the outbreak of war is not in a position to accomplish the best results. Much valuable time will inevitably be lost under such circumstances, for there will be extreme difficulty in perfecting the details of organization of the society and the hurry and stress of war will render almost impossible the establishment of satisfactory relations with the departments charged with the care of sick and wounded soldiers and sailors by law,—the Medical Departments of the Army and Navy. So perfected is the organization, in Japan for example, where the Red Cross has most proved its worth in a great war that its governing council might have said before the conflict with Russia, as did Von Moltke in respect to the German army at the beginning of the Franco-Prussian War, "My work is now over." In order to answer the question at issue, it is, therefore, necessary to discuss the American National Red Cross in time of peace, as well as in time of war.

It is possible that all the readers of this paper are thoroughly familiar with the present status of this association, but even if this be so it is believed that at the risk of a little loss of time it

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will be best to point out certain of its important characteristics. Our present Red Cross, which has almost nothing in common with a former organization of the same name, is young; the Act of Congress re-incorporating it (the old society was incorporated) was approved as late as January 5, 1905. The list of incorporators contained the names of men and women of national prominence. By the act of incorporation the American Red Cross is designated as the organization which is authorized to act in matters of relief under the Treaty of Geneva. Provision is made for a Central Committee, the governing body, which is empowered to organize state and territorial associations, the branch societies. The Act states that as soon as there are six branches the Central Committee will consist of six persons appointed by the incorporators, six by the representatives of branch societies, and six by the President of the United States, one of whom shall be designated by him as chairman, the others coming from the Departments of State, War, Navy, Treasury, and Justice. The Act provides further that the funds of the association shall be audited by the War Department.

Shortly after the act of incorporation was passed the board of incorporators held its first meeting and elected as its president, the Secretary of War, who still fills this position. The Central Committee elected a distinguished and energetic executive committee A beginning was soon made in organizing branch societies, the committee endeavoring in all cases to secure as organizers representative men and women of the various states and territories, who could be counted on to interest themselves in the work of organization. A board of consultation, composed of the Surgeons General of the Army, the Navy and the Marine Hospital Service, was created at the first annual meeting of the Red Cross.

Interest in the association has not flagged, nearly all the distinguished names found on the roll of its Central Committee at the beginning are still there and the branch societies which are now over thirty in number instead of eighteen as at the first annual meeting have enlisted the aid of many prominent people in their own localities. At the first annual meeting 3,337 members were reported; in December, 1906, these had increased to

over 9,000, when there were 133 doctors and 121 nurses registered at the branch societies. At the latter date a balance of $7,773.50 was in the Endowment Fund, the general fund of the Central Committee. The executive committee has lately passed resolutions which will result in the transfer of interest and balances of special relief funds to the General Emergency Fund, which should eventuate in making available considerable sums for the society. The expenses of administration have always been maintained at a low figure, largely because a number of enthusiastic members have worked wholly without pay. An active propaganda by means of lectures and a quarterly bulletin, has been conducted. The April number of this bulletin announced that the District of Columbia branch was preparing to give its enrolled nurses a special course of lectures with practical administration of field hospital work under the auspices of the medical department of the army. So far as known this constitutes the first accomplishment in this line, though other attempts have been made with much the same end in view. The re-organized Red Cross has had no experience in war as yet, but has contributed funds for a number of disasters, the greatest of which was the San Francisco earthquake. This certainly proved a severe test for the methods of the Red Cross in this class of work, and the society gained great credit.

From what has been said it will be noted that the general organization of the American Red Cross corresponds very closely to that of the same association in other nations, in which organized voluntary aid has been the subject of serious study. It was manifestly advantageous that the incorporators should be representative people and it has been very wise to follow the policy of obtaining this class of men and women for the executive positions, both on the Central Committee and at the branches. Not only will they be most influential in obtaining a large membership, but their recognized probity insures confidence in the Red Cross. The provision in the act of incorporation for audit of the accounts of the association by the War Department was also a good move in the latter direction. There is one danger in this, however, though it may be a remote one. In war, especially in

field work, persons without special training cannot be expected to conform in all respects to the methods of accountability of the War Department, and to require them to do so could only result in unnecessarily hampering them in making expenditures. Timid souls would probably spend nothing except a perfect voucher were obtainable and sick and wounded might suffer in consequence. Quite possibly the Auditor and the Red Cross have reached an understanding on this subject. If not it should be settled in time of peace as long as vouchers show, so far as they can, that expenditures have been honestly made, that the form is not of importance and in certain specified cases certified or attested lists of disbursements should be accepted in lieu of vouchers. The Red Cross in all countries is given a legal status. This, and the fact that by the act of incorporation the American Red Cross is authorized to act in matters of relief under the Treaty of Geneva will not, perhaps, result, in the event of war, in preventing the organization of other aid societies with similar objects. Still it will undoubtedly limit their number and the evil due to the multiplying of voluntary aid organizations with consequent confusion, overlapping of effort, and the frittering away of popular resources will be reduced to the minimum.

It will be noticed that the composition of the Central Committee insures close affiliation with the central government. This has proven to be highly desirable in every country, as by this means community of effort is better assured. In most countries, however, in which it is generally recognized that the Red Cross is best prepared to do effective work in war while the aid associations are under their own private management as the Red Cross is with us when they come into association with the army and navy, it is specifically provided by law or regulations that they shall be entirely subservient to the governmental services. This is accomplished in various ways. In Germany an Imperial Commissioner regulates matters; in Japan representatives of the army and navy have places on the central committee and are empowered to speak authoritatively for their departments. It is not so sure, however, that our organization is not, at least quite as good a one for us. The Surgeons General of the Army and Navy

being on the board of consultation should be able to state their needs to the Red Cross and what perhaps is just as important, to keep informed of what aid that association may be depended upon to furnish in the event of war. Moreover, as is the case at present, it is probable that both the medical departments of the army and the navy will always have representatives on the Central Committee. The nature of our institutions would probably be opposed to such subserviency as is enforced in other nations, and it is thought that with us the same results will be accomplished by relying on the good faith and good sense of our Red Cross association. At least it may be safely taken for granted that the desire of our Red Cross as now constituted and administered is by all means in its power to strengthen governmental efforts and not to work at cross purposes with them. Neither is it conceivable that a body constituted like its Central Committee will ever sacrifice the interests of sick and wounded soldiers and sailors by friction with the departments charged by law with their care.

Unfortunately, however, though a step toward it, the mere establishment of a community of purpose between the army and the navy and the Red Cross does not insure that sick and wounded in war will have the attention to which they are justly entitled and which both the war and the navy departments and the aid association desire to give them. No voluntary aid society has ever provided for ill and injured soldiers and sailors in war in a satisfactory manner unless the government has also done its part. This was illustrated in a striking manner in the recent great war in the far East. It may safely be assumed that the Russian Red Cross was equally solicitous with the Japanese in respect to the succor of sick and wounded soldiers. The former had little to build on in the way of an army medical department and the latter had a great deal. The result was, especially at first, that there was much unwarranted suffering among the patients of the Russian army, while with the Japanese, from the beginning to the end of the war, sick and wounded had every care that conditions permitted. While this may rightly be ascribed in part to the better organization of the Red Cross on

the Japanese side, it was primarily due to that country having a trained medical officer personnel adequate in numbers to serve as a framework on which to build up an efficient organization composed of both army and Red Cross.

This, it is true, is not a matter of Red Cross but of army organization and yet to fulfill its high altruistic mission the American National Red Cross must take cognizance of the fact that with the present wholly inadequate complement of medical officers in our army no effort, however great, will give our soldiers satisfactory aid in war. Its duty, therefore, seems obvious; not only should the association as an association, but also its members as individuals, wield what power they have to obtain a personnel of medical officers of the army commensurate in numbers with what all experience has shown to be required if sick and wounded are to escape unnecessary suffering in war. The American Red Cross cannot take refuge, like the Chinaman, by declaring that this is not its "pigeon." Nothing could be more futile than to go on year after year with an army organization which makes failure certain in the event of war no matter how strenuous may be the efforts of both army and Red Cross at that time.

The accomplishments of the Red Cross society in war will also be largely dependent on the number of its branches and the size of its membership. Though, in our association, these are still few and small as compared with many nations, a gratifying increase in both is shown since the reorganization of the Red Cross. There should be no pause in this good work. Branches even if they have few members should be organized in every state and territory; they must gradually attract members and if war comes will, without doubt, serve as nuclei for great memberships. Naturally the funds seem very small as compared with the hundreds of thousands of dollars which some countries have collected for sick and wounded soldiers and sailors in the event of war, and they are small, too small, from every point of view. Rapid augmentation cannot be anticipated perhaps, but if the Red Cross is to perform its proper functions much more money is necessary. This must come largely from an increase in membership.

Little has been accomplished in the creation of a working personnel so that to detail methods for its instruction is hardly of practical value at present. Just as soon, however, as any one of the branch societies has succeeded in inducing working members to join it, and they should, if possible, include not only physicians and nurses, but also the other classes of personnel which will be required in war, opportunities should be given to show them that they have a part to play in Red Cross work. Otherwise their interest cannot be maintained and in consequence they will gradually drift away from the association. The plan for practical instruction instituted by the District of Columbia branch seems an excellent one. As in other countries, maneuvers should be employed to show the working personnel of the Red Cross what their duties will be in war. One practical demonstration of a rest station and a transport column would teach them better than pages of written explanation.

As already stated, so far the work of the American Red Cross has been entirely devoted to relief of suffering in disasters, and not in war. This is not subject to criticism, on the other hand in the absence of war the energies of Red Cross societies are quite properly expended in helping in disasters. This is recognized by all nations, but it must never be forgotten that the primary object of Red Cross associations is the relief of sick and wounded soldiers and sailors in war. In some nations the Central Committees state frankly that disasters serve only as a means of propaganda by enlisting the interest of the people and for training the Red Cross working personnel for war. We, as we should, intend to go further than this. It is certainly a much higher ambition to be equally well prepared to relieve the victims of national disasters and of war than those of war alone. The latter object must never be sacrificed to the former, however. War seems a remote possibility to our people, but this should not enter the mind of the Red Cross, which will prove of little value for war unless it is so organized and administered that it may play its part therein.

The general factors which enter into the organization of the Red Cross and its relations with the army and the navy have

now been discussed briefly. Before going into details it will be well to pause for a moment to consider whether in the light of our experience in former wars there is not something further which the American Red Cross could do to ameliorate conditions in the army and the navy in war. The question immediately arises, in the past what has been the cause of the greatest amount of preventable suffering in our forces? The answer is reached without hesitation—bad hygiene. As has previously been pointed out by Colonel John Van R. Hoff, assistant surgeon general, United States Army, universal instruction of our people in the laws governing sanitation would seem to be a peculiarly appropriate field for Red Cross work. The day will undoubtedly come when the rules of personal hygiene will be scientifically taught in our schools, but it might be much advanced by the Red Cross Association. The basis of such a plan might well be to interest the branch societies in the scheme and through them to induce states and municipalities to adopt a uniform and proper method of instruction. The matter of each citizen of the republic being informed on the means for preserving his health is certainly of national importance. So true is this that it would seem as though the National Red Cross might take a part in the work and with the assistance of a few qualified sanitarians prepare a simple text book which could be distributed through the branch societies. This scheme might be much expanded—many a locality has peculiar health conditions. These might be treated in pamphlets with directions how best to avoid the prevalent diseases and on the occurrence of an epidemic a branch society might circulate leaflets telling of the special methods of prevention of infection. It is believed that more lives of citizens would be saved by these methods than are sacrificed to either wars or disasters and not only this but soldiers and sailors entering the service would have some idea of caring for their health, would be taught military sanitation with more facility, and in consequence our armies would not be a prey to disease as they always have been in the past. It is realized that such a work would take money, but after all vast sums would not be required for it and there should be no great difficulty in obtaining them

as the time is now ripe for general instruction in preservation of health as well as in the subjects which are considered to constitute an ordinary education. Persistent effort would be required, perhaps for a number of years, and there would probably be no lack of temporary discouragements, but as a recompense ultimate good results would be practically certain.

So far in this discussion, except for the remarks just made on the subject of hygiene, only the organization and relations of the American Red Cross with the army and the navy as they exist today have been taken into account. From what has been said it will be realized that an auspicious beginning has been made and that so far as general arrangements are concerned there is really little room for improvement. It may then be conceded without further question that we have at last secured a Red Cross that is still woefully lacking in members and in money but which aside from this fact, and it will be remedied in time, has an organization capable of accomplishing the best results if only the details of its operations are properly determined and fixed. In war every voluntary aid association must furnish either material or personnel or both. It will, therefore, be well to study, first what material and personnel our own people have supplied voluntarily in past wars and what are generally furnished, with special reference to our needs, and then to consider the organization best fitted for the distribution of material and how the services of Red Cross personnel can best be utilized by the army and the navy. For obvious reasons, in this discussion it is not considered necessary to investigate matters which are without practical value for us at the present time.

A great part of the work of the Christian and Sanitary Commissions in the Civil War, though by no means all of it, consisted of collecting and distributing the class of material which immediately suggests itself to the popular mind as that which is required for sick and wounded soldiers and sailors, and in the collection of money for the purchase and distribution of such material. This consisted in the main of medicines, surgical dressings, clothing, blankets, foods, especially though not always delicacies, liquors, wines and books, periodicals and newspapers. With certain

modifications, which readily suggest themselves, their lists of articles supplied, might be used for this class of material in any future hostilities. The Spanish-American War certainly did not show as good a knowledge on the part of our volunteer aid societies of the needs of ill and injured soldiers in this particular. If supplying such needs were the only end and object of our present Red Cross still its work would be justified. It is the right and privilege of the people to provide for their soldiers and sailors and the patriotic impulse to do so could be met in this way with the certainty that all money and gifts would reach their destination. Still it is obvious that gifts of the character mentioned may be supplied by the War and Navy Departments as easily as by the people, nor is it probable that money will not be available for this purpose in any war we may have in the future. The worth of such gifts is, therefore, rather in the field which they offer for the display of patriotic sentiment, and for kindling it—those who cannot bear arms should have a part in upholding their country's cause—than in their actual value, though naturally they have value, saving money in taxation and thus a portion of the burden is put on the willing shoulders of those who presumably can best afford to bear it.

Desirable as this form of contribution is from some standpoints it does not compare in practical importance with another form of voluntary aid in material. No nation, however rich, attempts to provide in peace all the material it will require for sick and wounded in war, yet on the outbreak of war certain things will be urgently required which the government cannot supply on a moment's notice. The modern tendency, since the Franco-Prussian War, in many countries is to rely at least partly on the Red Cross to meet demands of this character. This necessitates a permanent Red Cross organization and very considerable funds. Material of this class has mainly to do with the transportion of sick and wounded and to a less extent with their shelter.

The furnishing of hospital ships for the army and the navy seems a particularly appropriate field for Red Cross work as governments do not usually maintain such ships in time of peace

except perhaps one or two for navy use. On the outbreak of war the demand for them is likely to be urgent and even if passenger steamers can be obtained much valuable time must be lost in converting them for hospital purposes. With the United States, of all great nations, the lack of hospital ships is likely to be most severely felt as on account of our small merchant-marine, few suitable vessels are available for conversion and it is probable that any campaign we may have will be overseas. It is realized that sufficient funds are not likely to be available to our Red Cross for this purpose for many years but when they are it is doubtful if they could be better invested than in the purchase or preferably the construction of a vessel or vessels which can be used both for the passenger service and for hospital ships. Japan, poor as she is, has had two such ships for a number of years, though with her enormous subsidized fleet they are not nearly as necessary as with us, in fact they constituted but two out of eighteen of such ships that Japan used in the Russo-Japanese War. The Japanese hospital ships are in service by a steamship company in time of peace with an agreement that on the outbreak of war they will be promptly delivered to the Red Cross which itself stores their hospital fittings when they are not needed. A much cheaper plan, though not equally satisfactory, would be for our Red Cross to enter into a contract with a steamship company that a certain vessel or vessels shall be turned over to the association on the outbreak of war. Plans can be made for adapting such vessels for hospital purposes and the necessary fittings which would cost comparatively little can be purchased and stored. Vessels for the river transport of sick and wounded are not so essential to our needs, and more river steamers than seagoing vessels are available, so plans for the former may safely await the advent of war.

We should be foremost in hospital trains as the vast extent of our country will demand much train transportation of ill and injured in time of war. The ordinary Pullman sleeping car provides an excellent ward but we have nothing in the way of an operating car at present and this is also a good field for Red Cross activity. Preferably such cars should be bought so as to

be ready for immediate use, but if this is impracticable at least careful plans should be secured so that on the outbreak of war commercial coaches can be promptly remodeled for this special purpose. Sleeping cars will not always be available for all ill and injured and appliances to fit box cars and coaches to carry patients in a recumbent position will be required in numerous instances. Such appliances are very commonly purchased and stored by Red Cross societies.

One of the lessons which the Spanish-American War taught was the necessity of separating the sick from the well in order to diminish the danger of contact infection. It is hoped that in any future war this will result in the army establishing good semi-permanent, not tent, hospitals on healthy sites at a distance from the camps of mobilization. This is perfectly practicable if means of transportation are available, but not otherwise. Could not the Red Cross make plans to adapt the ordinary automobile (touring car) for the transportation of sick and wounded at such camps? Ambulances, both automobile and horse-drawn are always required in such great numbers in war that it is almost impossible for governmental agencies to meet the demand for them and they therefore offer still another field for the expenditure of Red Cross funds. Some countries, notably Austria, supply wagons as well as ambulances through the Red Cross; this, of course, is simply to make up complete organizations immediately available for field service but it seems that as there are so much more important demands on Red Cross funds the purchase of wagons should await the outbreak of war.

European nations are generally agreed that their Red Cross societies will find an important part of their work in the estabment of rest stations or infirmaries at railway stations. Supplies for these are quite commonly gotten together in time of peace but they are so comparatively easily secured when war comes that with us they need not be considered at present.

Permanent hospitals to be devoted to the use of the army and the navy in war will hardly receive attention from our Red Cross for years to come, if they ever do. Conditions are quite different with us and the Japanese. In their country something

has been done in this line, for there it is necessary for the Red Cross to provide hospitals to train some of its personnel so they are ready for use on the outbreak of war, while with us there is no necessity for the association to occupy itself in teaching its nurses and, therefore, for hospitals to do so. Portable hospitals for the lines of communication are on a different footing from permanent hospitals and may quite properly be supplied by the Red Cross. The British in the South African war had a number of such hospitals some of which bore the names of their donors. Field hospitals were also supplied by the British voluntarily in that war, though rather by the munificence of a few rich men than through the efforts of their voluntary aid societies. Obviously it might be possible in war for our Red Cross to obtain such hospitals from some of our wealthy citizens. This would be a subject for thought in the event of war, but it would hardly be best to try to secure such hospitals in time of peace as the army itself has a number of them and the Red Cross can occupy itself in other more useful directions.

Hospital ships, trains, wagons, ambulances, hospitals, etc., supplied by it, of course, pertain permanently to the Red Cross and if they are temporarily in use by the army, revert to the association as soon as they are no longer required. All nations, however, rule that the class of material which was mentioned first: medicines, clothing, blankets, food, etc., etc., once turned over to the army or the navy becomes the property of the government, nor is any other plan possible except at the risk of absurd claims from irresponsible people.

The working personnel which the Red Cross may be called upon to supply in time of war will consist mainly of physicians, possibly pharmacists, both men and women nurses, bearers, cooks, drivers and laborers. In addition a number of men of business experience will be required for positions connected with administration, the collection and distribution of supplies, and like duties. Women nurses, generally, in both the empires of Russia and Japan, are largely educated under Red Cross auspices. In both countries this is necessary as otherwise not enough trained women nurses could be procured for the needs of the

army and navy in war. Fortunately there is no necessity for us to educate women as nurses as the various hospitals and training schools throughout the country furnish so many that an adequate supply would always be available for any war. To us, therefore, the more simple alternative is presented of merely enrolling women nurses who have already received their professional training and the same is true of physicians and pharmacists, if the latter are to be employed. No place is given them in the organizations which will be discussed in this paper. The supply of men nurses, of whom many are likely to be needed, offers a much more serious problem and one to which no very satisfactory solution can be given. Obviously our Red Cross cannot maintain hospitals for training such nurses, and the country generally affords no great number. Probably the best plan in practice will be to employ women as nurses wherever they can be used and to assign all men procurable who have had any experience in nursing to that particular duty. Considerable difficulties are apparently experienced in all countries in securing a competent force of Red Cross bearers. If such men could be enrolled by the branch societies in time of peace and then given simple instruction in first aid and bearer duties, preferably as companies, this would be the most satisfactory plan. It is, it will be remembered, practically the method followed in Great Britain. Even on the advent of war, by organizing such companies, a great deal can be accomplished, and it would probably not be difficult to obtain men at this time. The business men required for administrative positions can hardly be given special training in peace. There will be great advantage, however, in enrolling as large a personnel of all classes as possible in time of peace so that the Red Cross may have something to depend upon if war comes; moreover, naturally all men and women enrolled will take some interest in Red Cross matters so they will be better prepared to perform the duties which fall to them in war than persons who have previously given no attention to voluntary aid work.

In the case of all Red Cross personnel in peace or war good health as proved on examination, good character and sufficient

education to fill the position for which selected, are prerequisites for enrollment. The act of enrollment should be as formal as possible in order that the working members may realize that they have actual obligations; persons not willing to accept such obligations are not wanted by the society. It is very necessary that the Central Committee of the Red Cross should know at all times how large a percentage of the enrolled working personnel can be turned out in the event of war and even more necessary perhaps for the medical departments of the army and the navy to be informed on this subject, as without it they cannot place much dependence on the Red Cross so far as personnel is concerned. In many countries a close check is kept of this by means of maneuvers to which the Red Cross is called out at frequent intervals.

In the event of war, all Red Cross personnel actually employed with the army or the navy should be supplied with certificates of identification and with arm badges of neutrality, which should bear the same number as the certificates. These may be furnished by the society but all certificates should be countersigned by the military authorities before they are held to be valid. This had best be done by a medical officer.

There is no question but that the working personnel of the Red Cross, when employed in the army or the navy should be under army or navy discipline and command as the case may be. This should be settled at the outset and none should be accepted except with this understanding. To do otherwise would be to put the Red Cross outside of the law and regulations much as would be the case in a civil community if certain persons were exempted from the operations of law and so were not held responsible for their actions. Infractions of law or discipline on the part of individuals of the Red Cross should ordinarily be punished by summary discharge by the senior medical officer, with report to the immediate commander and to the Surgeon General, but for more serious offences the same officer should prefer charges in the proper form. Special orders will, of course, be required for Red Cross personnel as well as for officers and soldiers and their actions must be equally governed by such orders. All should be required to make personal reports to the senior

medical officer of the command to which they are attached.

The usual practice and it is a very good one, is to employ the personnel of the Red Cross solely at home, on hospital ships and on the lines of communication; service at the front being confined to the medical department. No one would probably suggest putting Red Cross personnel on a battleship; the front in an army corresponds rather closely to the battleship, and to mix Red Cross personnel and the personnel of the medical department there is likely to result in even more confusion than to do so on a ship of war. This was perhaps the weakest point in the organization of the Russian Red Cross, which, by scattering responsibility between the army and the Red Cross at the front, made neither responsible for the service and a great deal of trouble followed. With better administration, difficulties of this nature would, of course, have been diminished, but even so there are a sufficient number of places where working members of the Red Cross can be of the greatest use in time of war without putting them at the front where their previous training does not fit them to perform the special duties toward which the entire education of the medical department should tend. It can, of course, be argued that while this may be true of the regular medical department it is not so of volunteer medical officers of whom we must necessarily have many in war. It may be freely admitted that unless there is a strong leaven of trained officers that the results are not likely to be satisfactory but further to complicate conditions by introducing another factor in the person of the Red Cross could only make bad matters worse. A certain amount of elasticity should nevertheless be maintained, and in my opinion it should be provided that habitually members of the National Red Cross Association will be employed under direction of the commander and the chief surgeon only on the lines of communication, on hospital ships, and at home, but that under exceptional conditions when army personnel is not available, they may be used at the front where subsequently they will be replaced by army medical personnel as soon as conditions permit. Preliminary arrangements for the work of the Red Cross should naturally be made with these ends in view. Whenever it becomes

necessary to use the Red Cross personnel at the front, it will be found best to attach it to some medical department organization and thus to have it under the direct command of a medical officer. Red Cross field hospitals will be spoken of later.

While the value of women as army nurses is now universally admitted, their sphere of usefulness is limited whether they belong to the army or to the Red Cross. Perhaps it would not be wise for us to confine the services of women nurses absolutely to home territory and to hospital ships by iron rules as do the Japanese, but it should be understood with us that women will only be used under the rarest circumstances on the lines of communication and that they will never be employed with the advance. The experience gained from Russia in her recent war with Japan was that with women in the field medical organizations at the front, on account of the danger from the fire of the enemy these were likely not to be carried far enough toward the line during battle to be effective. This is not an imputation on the courage of the women nurses of the Russian army for this would be unjust as many of them exposed themselves fearlessly; it shows rather the effect that the presence of women had upon the minds of the commanders.

With us, as it is not contemplated that the Red Cross will be put to the expense of educating its working personnel, it is thought that the association should provide uniforms, pay and rations for it while it is in the service of the government. If funds are available there will be no difficulties in reference to the two former, but while it will be better for the Red Cross always to provide its own rations when practicable and thus not to burden the supply department, charged with the duty of furnishing the army with food, with its needs, circumstances may not infrequently be such in the field that rations can only be obtained from an army commissary. Therefore, it should be provided that when necessary, on recommendation of the chief surgeon, with the authority of the commander, Red Cross personnel may be issued the army ration and be allowed to supplement it by purchases from sales stores.

The rate of pay is in a measure a matter which concerns the

internal administration of the Red Cross yet it affects the army medical department too, for different rates of pay for the performance of similar duties in association and army will be a prolific cause of dissatisfaction. Therefore, it is believed that the wage scale, with allowances, of army and Red Cross should be the same. The question of pensions will always arise in connection with deaths or disabilities of Red Cross personnel in service. Some associations provide for these from their own funds but so far as known no government assumes this obligation.

In addition to the personnel, which has just been discussed, each member of which has certain qualifications which fit him or her to fill a special post in Red Cross work, it must be remembered that places must be provided for a large class of persons, mostly women, who have no professional trade or business qualifications. Their services should not be scorned for this reason, however, and they may be made of considerable value if properly directed and organized. There should be no attempt to utilize them as amateur nurses any more than as amateur physicians or in other places for which technical training is required. The story of the soldier at Montauk Point in the Spanish-American War, who, not feeling strong enough for amateur nursing on a certain occasion put up the sign "too sick to be nursed today," and of the officer whose face was washed seventeen times in one day by relays of vigorous and zealous amateurs, it must be admitted are very funny but they also have their serious side. Certainly our soldiers and sailors have the right to be protected from such treatment. Ill advised and misdirected efforts are positively very dangerous in certain cases, especially in patients suffering from typhoid fever, to whom improper food is so often given by untrained attendants. The field for the employment of this class of personnel will of course, be practically limited to the home territory where it should minister to the comfort but not indulge in treatment of sick and wounded. In hospitals such persons should be occupied under proper direction in reading to patients, writing letters for them, bringing them flowers and fruit, and in certain selected cases giving spiritual consolation. Such services will naturally be purely voluntary and wholly without pay,

nor should those proffering them be subjected to army discipline further than that they should be required to respect the orders of the senior surgeon on matters having to do with patients. The right of this officer to exclude persons who refuse to comply with hospital regulations must always be maintained in the interests of sick and wounded.

The present almost universal practice, and it is a good one, is for the Central Committee to exercise a general supervision over the branch societies in regard to both material, including money, and personnel. Money for general objects, much of which comes from the branch societies, is expended by the Central Committee; that for local objects is spent locally after branch societies have consulted with the Central Committee. Popular gifts for general use contributed to the branch societies are distributed as directed by the Central Committee. The training of the personnel is usually entrusted to the branch societies, the Central Committee forming a comprehensive plan in which all participate.

It is anticipated that in any future war the work of our Red Cross will be truly national in character, that state and sectional feeling will be reduced to the minimum, and that the efforts of the voluntary aid society will be expended for the benefit of our soldiers and sailors as a whole without regard to the part of the country from which they come. This is alluded to as states acting individually in the field have proved a decided embarrassment to good administration in many instances in the past. The exigencies of war make the territorial division of soldiers an artificial one; they cannot be aided according to state lines, and any attempt to do so appears bitterly unjust to one soldier who resents more consideration for a comrade simply because he comes from a rich, energetic and liberal state. This, of course, does not imply that branch societies, after consultation with the Central Committee, will not be permitted to create their own local organizations in the home territory for the aid of all soldiers and sailors present who may require it.

If the work of the Red Cross is to be national in character, the general government and administration of the association

must center in Washington in the Central Committee which, moreover, is best fitted to act for the society on all general problems as it is in close relations with the Surgeons General of the army and the navy. The number of departments which are created in the Central Committee will naturally depend on what lines of work are taken in hand by the association. Certainly one will be required for material, one for personnel, and one for correspondence and to answer general inquiries. Some countries depend largely on their Red Cross associations for information in response to inquiries of anxious relatives and other personally interested citizens, on the location of soldiers and sailors, generally, and especially of sick and wounded. This would appear to be a work on which our Red Cross could properly embark in time of war. If it did so a special section would be required, and this should be organized by the Central Committee as it would be in the best position to obtain the information needed from the government. The Surgeons General of the army and the navy would, of course, be available to advise the Central Committee in regard to its war organization, but with the army at least the details are so complicated that it would probably be best for the Surgeon General to detail a medical officer, thoroughly familiar with conditions and with administration to the Central Committee so that he would be on hand with his advice and assistance whenever it might be required. While a good deal of aid will undoubtedly be offered to the Central Committee directly, the major part must come from the branch societies which should cover their entire territory so that no part of it will remain unreached in their appeals, whether they be for material or personnel.

The organization for the supply of material in war is perhaps the simplest; at present this is held to include only material in the form of popular contributions, including money. As has been stated the expenditure of money for general objects is the duty of the Central Committee, to which branch societies should transmit such proportion of their collections as they have mutually agreed upon for devotion to such purposes. The Central Committee will then keep informed of the needs of the army and the navy from governmental sources so that the money can

be spent on articles which are most needed. This would not, of course, prohibit purchases by branch societies under direction of the Central Committee when it is advantageous to buy locally, or for local objects. The method that will be found most useful in the purchase of many articles by the Central Committee will probably be to make them through the supply departments of the army as was done in the San Francisco earthquake since the latter have an organization for buying. Certain sums will have to be set aside by the Central Committee for expenditures by delegates, etc., and the pay and expenses of the personnel will also have to be provided for. The branch societies should establish storehouses in their territory at the most convenient points and constant communication should be maintained with the Central Committee so that stores may be shipped to the proper places according to its directions. Delegates appointed by the Central Committee, usually on recommendation of the branch societies, should be stationed at mobilization camps, at large hospitals pertaining to either army or navy and on the lines of communication of the army. Each such delegate should be given money for the use of sick and wounded and should be the agency by which material contributed by the Red Cross reaches the ill and injured of the command to which he belongs. Delegates should be in close touch with the chief or senior surgeon so that they may at all times be informed what they can do for the patients in their own commands. This information should be conveyed to the Central Committee at appropriate intervals with requisitions for supplies. Emergencies always arise in war which render it extremely difficult for governmental agencies to deliver supplies to points where they are required. While it would be hardly practical under most circumstances for the Red Cross to maintain supply wagons of its own in the field, sometimes this may be necessary and often in consultation with the chief surgeon and with the authority of the commander, the Red Cross delegates by utilizing local resources may succeed in transporting their supplies to the points designated.

All European nations attempt to divide their Red Cross personnel into organizations which with a certain allowance of ma-

terial form distinct and separate units. This is very desirable as it makes the Red Cross responsible for certain work without let or hindrance except that necessarily imposed by superior authority.

The organizations which are almost universally admitted to be the best fields for Red Cross work are:

Rest stations.

Hospital trains.

Hospital ships.

Transport columns on the lines of communication.

It will be noted that none of these involves much so-called paper work, which is naturally the bugbear of a voluntary aid association. Moreover there are certain records which in justice to both government and soldier must be made by commissioned officers of the army or the navy. The choice of these four fields of effort for the Red Cross is also perhaps partially dependent on military necessities. Naturally the humanitarian side of the question is nearer the hearts of the Red Cross than the practical one of maintaining fighting efficiency. Therefore, members of the association are not put in positions where this can allow them to deplete the front. General Banks is reported to have said on one occasion in our civil war that the Sanitary Commission had stolen his entire army.

Rest stations should be established on the lines of communication and at home, at ports and at railway stations, through which the majority of soldiers and sailors are expected to pass. At home they may quite properly be organized by branch societies with the authority of the Central Committee. A Red Cross physician should be appointed as chief of the station. Rest stations are preferably divided into two sections according to the Japanese plan, a comfort section and a treatment section. The comfort section which has no personnel with technical training but is made up wholly of patriotic men and women of the locality should meet every train or ship to cheer soldiers and sailors on their way and to show interest in them on their return from the front. Water, perhaps lemonade, and the fruits grown in the vicinity, possibly broth or other nourishing food, magazines, the

daily papers, etc., may properly be supplied by this section. The treatment section, made up of patriotic doctors and nurses, will be expected to give emergency treatment, to readjust dressings and the like and perhaps to furnish stimulants or restoratives. All this should be done under the direction of a physician. Whenever a rest station is established a building had best be taken for the shelter of the personnel and material.

The personnel of stations will naturally vary with their size and importance. The local character of the employment will usually permit it to be an ample one. Besides the chief, one or two physicians should be provided in the treatment section for each hour of the day and night when their services are likely to be needed as well as about two men and eight women nurses. The comfort section should have from fifteen to twenty persons, the majority of whom may be women. As work in a rest station at home will not take its personnel from their ordinary vocations, the service should be wholly without pay except for a caretaker or two. The material required is naturally suggested by the duties to be performed. At home purchases can generally be made as articles are needed. Organizations very similar to rest stations may also be established in cities where many soldiers are likely to congregate. For these the desirability of organizing reading rooms and dormitory facilities should be considered. Untrained personnel of the Red Cross who desire to do their part by visits to hospitals should preferably be organized into comfort sections corresponding to those just described at rest stations. Manifestly if a prominent woman of the locality can be obtained to head each such organization it will be a decided advantage.

Hospital trains may well be manned by the Red Cross. If such trains are furnished both by the army and the association it will often prove wise to give over the management of at least some of the army trains to the Red Cross with one medical officer in charge. The allowance of personnel for hospital trains in the lines of communication and at home should be the same. In the former, as trains for patients may very likely consist in part of ordinary cars returning from the front which will only make one

trip, it will be necessary to assign Red Cross personnel for them as well as to hospital trains. The organization for both hospital ships and trains is given in the Manual for the Medical Department of the Army. The Red Cross in the absence of trained men nurses will probably be compelled to substitute women for them in the hospital ships and the home trains. In the lines of communication, as has previously been stated, men should be employed in place of women nurses. The organization of parties sent to the lines of communication for service on temporary trains for patients should be that specified in the medical manual of the army for a hospital train. The number of such parties will depend upon circumstances, and, of course, the line of communication chief surgeon will be at liberty to employ halves or other subdivisions of the parties as he may see fit.

Land transportation of patients in the lines of communication has always proved a difficult problem in war. In order to meet the need in this direction several nations have organized transport columns for patients from the Red Cross, though up to the present time this association has not participated in this work to a very notable extent. The Japanese had but two such columns in the recent great war and did not apparently consider that they offered a particularly good opening for the Red Cross as they did not attempt to organize more during the course of that conflict. Whether their experience in this respect is of value to us is problematical; in fact Japan, it must be admitted, is so much more liberal in peace in providing for a sufficient medical department in war than we are, that her needs are much less than ours, when war comes. The most convincing argument against organizing transport columns by the Red Cross appears to me to be that in this field the training of the army medical officer is almost essential to good work. However in a great war the services of trained medical officers would probably be more essential elsewhere, so of necessity this work might fall on the Red Cross. The organization suggested for such a column is one Red Cross physician in charge, three assistant physicians, three medical students or clerks as assistants, twenty men nurses, twenty-three drivers, ten men for general work. The transpor-

tation should consist of twenty ambulances and three escort wagons. The greatest liberality should be permitted in hiring bearers and transportation locally. The material should comprise about six chests of medical and surgical supplies, blankets, bed sacks, litters, food for patients and personnel, and means for preparing it. The duties of such a transport column will be identical with those of a train for wounded in the lines of communication except that the former will operate across country, and when the distance which it has to cover is great it may be necessary for the personnel to establish rest stations en route for the temporary shelter and care of patients over night or for a slightly longer period.

To entrust the duty of furnishing field hospitals to the Red Cross rather implies a deficiency in the medical department of the army concerned, as the needs of the front in all respects should certainly be met by that department without extraneous aid. If, however, the magnitude of a war is such that assistance in this direction is required from our Red Cross it is suggested that the organization and supplies as prescribed in the manual for the medical department of the army be followed exactly. These have been carefully worked out and represent the best ideas on the subject in view of the organization of our army. If the Red Cross furnishes field hospitals we cannot do better than to pattern after the British by putting medical officers of the regular army in command of them. Thus a trained man is made responsible for the administration and the Red Cross personnel is left free to do its own proper work—actual treatment of sick and wounded.

Reference has already been made to the improbability of the Red Cross organizing large hospitals in home territory and it would be even more unwise for the association to attempt to do so on the lines of communication. There is, however, a certain kind of semi-hospital organization in which the Red Cross can well be utilized. This is the convalescent camp. In all wars there are men who no longer require hospital treatment but who are not in fit physical condition for return to their organizations and at the termination of a war, many such men will also be

found who are not yet in condition to return to their pursuits in civil life. As suggested by Major W. D. McCaw, Surgeon United States Army, all this class of men might be furloughed and sent to convalescent camps conducted by the Red Cross. There are certain other cases which will never be fit for further service and that require extensive and long continued medical or surgical treatment. These men might also be furloughed and sent to a hospital operated by the Red Cross. This might be called "Red Cross Hospital for Special Treatment." It will be the better plan to make both this and the convalescent camp auxiliaries to large general hospitals so that the latter may account for patients and to which patients on the termination of their furloughs can report for final disposition. It would not be necessary that either the convalescent camps or the special hospitals should be at the same place as the hospitals to which they are attached and naturally in certain cases it might be better for a medical officer from the general hospital to visit the convalescent camps or special hospitals instead of compelling men to report to the former. Aside from such visits the work of both camps and special hospitals might be left wholly to the Red Cross, subject, of course, to such medical inspections as would be prescribed for the whole army. Convalescent camps and special hospitals might be organized either by branch societies or by the Central Committee.

As was the case in South Africa, in any war in which we may engage provisions will have to be made for invalid officers. Many of these will require little treatment but must have rest, good food, and favorable surroundings. The plan thought of at that time, of having the Red Cross accept offers from proper persons to receive such officers as their guests would be a boon to many who are not quite prepared to give themselves the benefit of residence at places which will most quickly promote their cure and so prove of value to both themselves and the government which they serve.

While the army has been treated at much greater length than the navy, the organization of the former being taken as that on which the organization of the Red Cross should be

modeled, the needs of the navy have been mentioned now and again. There is no intention in thus discussing the army to imply that the Red Cross cannot also play an important part in the work of the naval medical department in war. Naturally conditions in the navy vary considerably from those in the army, so a few words will now be devoted to the special needs of the former. War service in the navy is such that the efforts of the Red Cross in conjunction with its medical department will be almost entirely confined to home territory. It would hardly be possible to utilize the services of the association elsewhere even for naval hospital ships. In the navy the function of such ships is quite different than in the army. With the latter they constitute hospital transports, perhaps occasionally being used as floating hospitals, while with the former they constantly accompany the fleet, receiving sick and wounded from the war vessels, and after or perhaps during a battle collect all wounded who require attention. The executive and administrative problems involved in the management of naval hospital ships, therefore require that officers of the medical department of the navy shall command them, moreover it is generally conceded that it is much more advantageous to entrust all positions on such ships to officers and men specially trained in aid to wounded sailors at sea. At hospitals, rest stations, etc., the work of the Red Cross with the navy will correspond exactly to that with the army, and the former should certainly receive its proper share of the popular contributions. Naturally naval demands on the Red Cross in any serious war in which both army and navy are engaged will not be so great as for the land forces. The sea forces would not be likely to number nearly as many officers and men and the conditions of naval warfare are such that the number of patients is not likely to be so great as in the army.

This is hardly the proper place to formulate regulations to govern the Red Cross in its relations with the army and the navy. Such regulations are urgently needed, however, to set the standard for Red Cross work and it is believed that a great deal of confusion will be avoided in the event of war by carefully threshing out this subject in the cool blood of peace times. As soon as

the proper rules are determined upon it is suggested that they be published as parts of the medical manuals of the army and of the navy and also by the Red Cross so that the personnel of both the governmental services and the association may become thoroughly familiar with them.

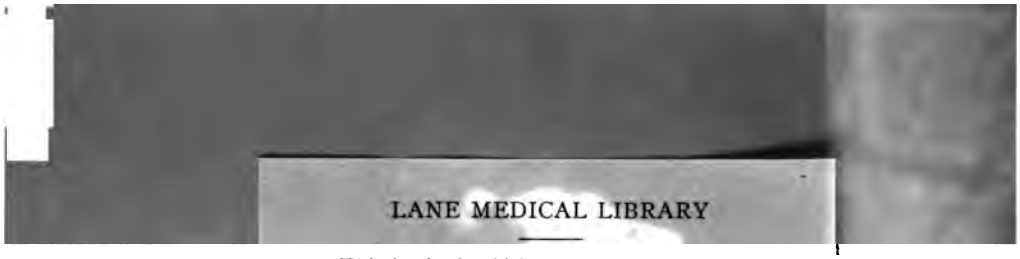
It has, of course, been noticed that many of the suggestions made in this article presuppose preparations in peace for war. As has been stated this is the practice in all nations which have given the subject of voluntary aid their earnest attention. The organization of our Red Cross on the proper lines is a manifestation of our realization of the desirability of similar action on our part. Methods which are universally regarded as the proper ones may generally be accepted as such without question and we must admit that unless a working plan for the operation of our Red Cross in war is made in time of peace and the material and machinery necessary to carry it through are obtained or created, our handicap will be a heavy one on the outbreak of war. Notwithstanding this fact the possibility of our going into a war this year or next year or at all events so soon that conditions in the Red Cross and in the army and the navy will be much as they are to-day must be squarely faced. It will then become our sole duty to do the best we can with what we have. The establishment of a community of interest between the governmental departments and the American National Red Cross has been a long step in the proper direction as the chiefs of the medical bureaus of the army and the navy are now in a position to indicate their needs with some assurance that the association will endeavor to meet them whatever they may be, nor is it anticipated that funds will be lacking the Red Cross as our people always generous in an emergency, will make it their business to supply them. The problem in the navy will not probably be such a difficult one but the army medical department must always, under our present organization, be dangerously short on transportation, the necessity of an ample supply of which every writer on the subject has stated as the most important lesson taught by the medical service in the recent great war in the far East. This shortage will not be due to any innate hostility of

the department charged with furnishing transportation for our army. Transport in our service is not maintained in peace on a scale to meet the needs of war; the medical department has practically none assigned to it in peace. Its necessities in this direction are enormous in war, and the demands of troops and other departments are also great.

If history can be relied upon this will be likely to eventuate, especially at first, despite the present excellent paper organization of the medical department of the army, in this department being without sufficient regulation transport simply because there is none to furnish it. The Surgeon General of the army may therefore be placed in the position of seeing all his plans in danger of failing through lack of transport. Whether this implies proper organization on the part of the army is not under discussion here, the facts are merely stated as they are today. This lack of transportation may be relieved by the department charged by law and regulations with furnishing it, certainly it may be relied upon to do so if in the midst of other very pressing duties this is practicable. Naturally the Surgeon General of the army will first call upon the quartermaster's department for the transport which he requires. Suppose, however, that there is delay in furnishing it, could not the Red Cross making this its most important duty at this time buy or hire enough transportation to relieve the stress till other arrangements could be made? It seems to me that it could do so. What a difference it would have made at Santiago for example if the Red Cross had purchased a ship, loaded it down with ambulances or wagons which could be used for ambulance purposes, with the necessary animals, forage, food, and supplies, so that the association would not have had to call on the army for anything, have gone to Cuba, utilized the transport and supplies for the use of wounded, another part of the personnel cleaning and disinfecting the ship meanwhile and then have filled the vessel with selected cases for transportation to the United States, leaving the wagons, ambulances, etc., for the use of the army in Cuba.

The details for the organization of such a ship would be a matter for arrangement at the moment; if practicable it should

have the greatest possible number of officers and men of the medical department of the army simply because they would be likely to prove more efficient for such work. At all events jealousies should not be allowed to enter into the question, the personnel being selected from army and Red Cross indiscriminately according to fitness, and speed rather than perfection in details should govern in selection of the equipment. This would be the poetry of Red Cross work if it has any poetry,—the accomplishment of the apparently impossible,—and while the desire for such poetry should not be allowed to supersede the prose of steady, persistent efforts in peace to create an efficient Red Cross personnel, and to collect the supplies which will be needed in time of war, both prose and poetry may have their place.



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